TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members
From: Staff
Date: January 19, 2018 Council Meeting
Subject: Local Government Comprehensive Plan Review
Draft Amendment to the City of Stuart Comprehensive Plan
Amendment No. 17-2ESR

Introduction

The Community Planning Act, Chapter 163, Florida Statutes, requires that the regional planning council review local government comprehensive plan amendments prior to their adoption. The regional planning council review and comments are limited to adverse effects on regional resources or facilities identified in the strategic regional policy plan (SRPP) and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of any affected local government within the region. Council must provide any comments to the local government within 30 days of the receipt of the proposed amendments and must also send a copy of any comments to the state land planning agency.

The amendment package from the City of Stuart was received on December 6, 2017 and contains text changes to the Infrastructure and Conservation elements of the comprehensive plan related to an update to the 10-year Water Supply Facilities Work Plan (WSFWP). This report includes a summary of the proposed amendment and Council comments.

Summary of Proposed Amendment

The proposed amendment provides text changes to the comprehensive plan based on the 2017 update to the City of Stuart WSFWP for the planning period from 2018 to 2027. The updated text includes changes to referenced organizations, population estimates and associated demand estimates, conservation programs, and the provision of reuse water to Martin County. The amendment modifies text in the WSFWP and policies in the Infrastructure and Conservation elements of the comprehensive plan. The work plan was updated to be consistent with the Upper East Coast Regional Water Supply Plan, which was updated by the South Florida Water Management District (SFWMD) on March 10, 2016.

The purpose of the City’s 10-year WSFWP update is to identify and plan for the water supply sources and facilities needed to serve existing and new development within the local
government’s jurisdiction. The City has a population of approximately 17,919, of whom 16,048 are served by the City’s utility. Stuart owns, operates, and maintains a portion of the potable water distribution system serving the City. Outside of the area served by the City owned distribution system, but within the municipal limits of Stuart, the distribution system is owned by Martin County. The WSFWP indicates that the City has a bulk purchase agreement with Martin County for supplemental capacity. The plan concludes that the local suppliers have the capacity to continue to serve the City and the projected demands.

The Infrastructure Element is proposed to be revised to prioritize the cleaning of groundwater contamination (perfluorinated compounds) and continue the sewer service expansion program.

The Conservation Element continues to support efforts to develop and implement water reuse and conservation programs. Updates to the element indicate the City will continue their successful conservation program begun in 2008. The program has already met its 2028 water use reduction goal, and incorporates year round water restrictions, informative billing, a public awareness campaign, an annual water fest, a water conservation coordinator, and a tiered rate structure whereby the rate increases as individual consumption increases.

Regional Impacts

No adverse effects on regional resources or facilities have been identified.

Extrajurisdictional Impacts

Council requested comments from local governments and organizations expressing an interest in reviewing the proposed amendment on December 12, 2017. No extrajurisdictional impacts have been identified.

Conclusion

No adverse effects on regional resources or facilities and no extrajurisdictional impacts have been identified.

Recommendation

Council should approve this report and authorize its transmittal to the City of Stuart and the Florida Department of Economic Opportunity.

Attachments
List of Exhibits

Exhibit

1  General Location Map
2  Text Changes in Strikeout and Underline Format
Exhibit 2
Text Changes in Strikeout and Underline Format

Element IV

INFRASTRUCTURE ELEMENT

Goals, Objectives, and Policies

GOAL STATEMENT A

Objective A1. Facility deficiencies.

Continuation of an active program that provides for the correction of existing public facility deficiencies within established facility service areas of the Capital Improvement Element.

Policy A1.1. Priority shall be given to work programs for correction of the deficiencies in and necessary improvements to the following facilities:

a. New Raw water supply wells, S-1 and S-2;

b. Water distribution system: Groundwater contamination clean-up.

c. Drainage system.

Policy A1.2. Work programs and capital facility improvements to correct existing facility deficiencies shall be coordinated with and supportive of each other.

SANITARY SEWER

Policy A1.3. Through an aggressive multi-year capital investment program, the City has nearly eliminated storm water infiltration and inflow (I/I) into its waste water treatment system. The City shall continue to monitor its infiltration and inflow (I/I) program and make improvements as resources permit.

Policy A1.4. The City shall continue to monitor the wastewater collection system inspection and condition assessment in order to document and evaluate the condition of each component, including manholes, pipelines and service laterals. Upon completion of the inspection program, rehabilitation alternatives shall be evaluated and priorities established.

HAZARDOUS WASTE

Policy A1.5. The City shall continue to support and participate with Martin County in monitoring hazardous waste from both large quantity and small quantity generators. The hazardous waste management program has been developed that included the following components:

a. Continue to monitor and update the number of businesses handling, storing and/or generating hazardous materials and the type and quantity of waste and materials generated within the City;

b. Continue periodic inspections of the facilities of waste generators and handlers to ensure that proper procedures are being followed;

c. Continue implementing procedures for emergency response and cleanup in the event of a hazardous waste spill, including provisions that can be attached as conditions to site plan approvals, when appropriate;

d. The City shall continue to cooperate with County, State and local agencies who are working for the establishment of public education programs on the proper handling and disposal of hazardous waste and materials; and

e. The City will continue to coordinate with Martin County to implement the small quantity generator program which will: a) establish a point of origin collection system for small gravity generators and b) construction and operation of a collection/transfer facility.

DRAINAGE

Policy A1.6. The City shall continue implementation of Land Development Code to ensure that stormwater treatment is consistent with South Florida Water Management District (SFWWMD) permitting requirements.

POTABLE WATER

Policy A1.7. The City shall continue to coordinate with Martin County as a participant in the County's wellfield protection program. The City shall continue to regulate land use activities within the wellfield protection areas. This program contains the following:
a. Determination of appropriate and inappropriate land uses within the zones of influence;
b. Structural containment standards for regulated materials (e.g., hazardous and toxic materials);
c. Requirements for installation of monitoring wells;
d. Procedures for emergency reporting, cleanup, personnel training and material inventory, and
e. Establishment of financial responsibility.

Policy A1.8. The City shall provide for ongoing implementation of a preventive and corrective
maintenance program for the water distribution system. This program shall include the following:
   a. Maintain and update inventory of existing facilities;
   b. An inspection program; and
   c. Maintain and update inventory of field equipment and stock.

Objective A2. - Capital improvement priorities.

The City will maintain a five-year schedule of capital improvement needs for public facilities to be
updated annually in conformance with the review process set forth in the Capital Improvement Element of
this Plan.

Policy A2.1. Proposed capital improvement projects will be evaluated and ranked in order of the
following priority level guidelines:
   a. The protection of public health, safety and welfare to fulfill the City’s legal commitment to
      provide facilities and services, or to maximize the use of existing facilities;
   b. Serving annexed enclaves and infill areas within the City’s identified service area that will allow
      for efficient provision of necessary urban services.

Policy A2.2. The City shall continue the Sewer Expansion Program and encourage the installment of
      gravity lines and lift stations to serve neighborhood[s] currently on septic tanks.

Policy A2.3. The City shall continue to implement its sewer connection ordinance.

Objective A3. - Future public facility needs objective and policies.

To plan for and provide sufficient public facilities and services at an established level of service
necessary to meet future public needs of the Capital Improvement Element.

Policy A3.1. The City, through the Public Works Department, shall continue to update and
implement the recommendations of the December, 2009 Boyle Engineering Water and Wastewater

Policy A3.2. The Five-Year Public Facility work programs and the Ten-Year Water Supply Facilities
Work Plan, consistent with the Capital Improvements Element of this Plan, shall be evaluated on an
annual basis in order to ensure that necessary projects are prioritized based upon current conditions and
future resident demand. Based upon the annual evaluation, amend the Comprehensive Plan as
necessary, including updating level of service standards.

Policy A3.3. Expansion of service areas shall be based on ability to serve new customers in a cost
effective manner without jeopardizing levels of service for present and future customers within existing
service areas.
Objective A4. - Solid waste.

The City shall commit to ongoing monitoring and reduction of solid waste collection through its Residential Single Stream Recycling Program and a voluntary Commercial Recycling Program.

Policy A4.1. The City shall continue to coordinate and cooperate with Martin County in updating and implementing the County-wide Solid Waste Master Plan. To this end, the City puts special emphasis on the following:

a. Continue implementation of Residential Single Stream Recycling Program and a voluntary Commercial Recycling Program;

b. Continue implementation of a hazardous waste management program;

c. Continue active participation by the City Director of Public Works on the Martin County Board of County Commissioners Solid Waste Advisory Committee and Continue support of reusable landfill materials for mulching, composting and other environmental uses.

Objective A4D. - Drainage.

The City shall encourage Low Impact Development (LID) practices in development projects to reduce, treat, infiltrate, and manage runoff flows caused by storms, urban runoff, and impervious surfaces.

Policy A4.1. Post development runoff volumes shall not exceed pre-development runoff volumes for a storm event of three-day duration and 25-year return frequency for parcels greater than one acre. The same criteria shall apply for a storm event of three-day duration and ten-year return frequency for parcels less than one acre.

Policy A4.2. The City shall, through the Public Works Department, coordinate all drainage design, construction and maintenance activities that occur within the City limits or affect the City in any way. This will require active and regular communication with and monitoring of Martin County, the South Florida Water Management District and the Florida Department of Transportation.

Policy A4.3. The City shall continue to adhere to its Master Stormwater Drainage Plan and it will continue to address water quality and quantity and an ongoing funding source.

Objective A5. - Potable water and sanitary sewer.

Land use types, densities and intensities shall be designated within the FLUE to promote development in Stuart to efficiently utilize the available surplus capacity of water and sewer facilities. The City of Stuart Ten-Year Water Supply Facilities Work Plan is hereby incorporated into the Comprehensive Plan and used as the basis to determine future water supply needs for the City and the Stuart water service area. The City shall maximize the use of existing facilities and discourage urban sprawl.

Policy A5.1. Improvements and new construction additions to the City potable water distribution system shall consider fire flow and protection requirements within the City limits.

Policy A5.2. The City has executed an Interlocal Agreement For The Sale And Purchase Of Supplemental Water and Wastewater Capacity With Martin County which shall be used as the basis to define potable water supply responsibilities in the City and City service area. This policy recognizes that for emergency purposes City water lines are currently interconnected with adjacent County water lines.
Policy A5.3. The City shall continue the Wastewater Operating Program with the intent of preventing contamination of the potable water source by saltwater intrusion, chemical contamination from industrial activities, or migration of the leachate of the closed City landfill.

Policy A5.4. Projected potable water demands through the year 2028 will be met by implementing the 20-year Interlocal Agreement For The Sale And Purchase Of Supplemental Water And Wastewater Capacity with Martin County, executed on November 14, 2006, which provides the City with potable water from an alternative water supply.

Policy A5.5. Coordinate with the South Florida Water Management District and Martin County to update the City’s Ten-Year Water Supply, Facilities Work Plan within 18 months of each successive update of the Upper East Coast Water Supply Plan.

Policy A5.6. At the time of each required Evaluation and Appraisal Report (EAR), the City shall assess progress toward implementing the directives of the City’s Ten-Year Water Supply Facilities Work Plan and the Upper East Coast Water Supply Plan.

Policy A5.7. The City shall continue its Sewer Expansion Program as funds become available, implement and conduct a periodic review of the City’s Sewer Master Plan.

Element V

CONSERVATION ELEMENT

Goals, Objectives, and Policies

GOAL STATEMENT A

Objective A3. - Water conservation.

By implementing the City’s Twenty-Year Water Conservation Initiative, adopted on January 14, 2008, conserve water resources by maintaining the reducing raw water average daily per capita consumption from the current rate of 173 GPCD through 2030, to 191 GPCD by 2030, a 10 percent decrease in the overall per capita daily consumption rate.

The following policies support this objective:

Policy A3.1. The City shall continue to implement its existing water conservation programs, which include the following components:

1. Minimum water quality standards for non-potable use.
2. Use of wastewater effluent for irrigation purposes whenever economically feasible.
3. Use of water-saving devices, irrigation systems, and plumbing fixtures, such as toilet tank dams, adjustable shower heads and drip irrigation, shall be required for all new construction. Retrofitting of existing systems shall be encouraged.
4. Application of existing leak detection and maintenance program for the City water system.

Policy A3.2. During drought emergencies, implementation of South Florida Water Management District water shortage plans shall be enforced.
Policy A3.3. The City shall continue to cooperate with the South Florida Water Management District and Martin County in the development and implementation of water conservation programs established as part of its Ten-Year Water Supply Facilities Work Plan and Consumptive Use Permit. [The following programs shall be implemented by the City:]

- Interlocal Agreement For The Sale and Purchase Of Supplemental Water and Wastewater Capacity With Martin County;
- Two-day per week year-round landscape irrigation restrictions;
- Additional limitations on landscape irrigation during a water shortage emergency;
- Requirements for the use of Florida-Friendly Landscaping and "rain switches" on irrigation systems;
- Continued use of the Florida Standard Plumbing Code, including implementation of all plumbing fixture requirements;
- A tiered water use rate structure, including periodic rate studies;
- Retrofit rebate programs for residential toilets, residential indoor plumbing exchanges, and landscape irrigation efficiency;
- Customer education on the subject of water conservation via the monthly utility bill;
- Additional public education efforts, including open houses at the water plant and tours of the water plant for school and seniors groups throughout the year.

Policy A3.4. The City shall continue to develop and implement the water reuse program for large users as a means to reduce the City's traditional water source per capita consumption rate.

Policy A3.5. The City shall monitor progress toward achieving the 2030 raw water consumption rate target on an annual basis. If progress is not consistent with interim targets projected in Table 4A of the Ten-Year Water Supply Facilities Work Plan, the City shall consider the need for implementing additional conservation measures.